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UNDP HUMANITARIAN PROGRAMME: REPORT ON ACTIVITIES UNDERTAKEN DURING 1991

INTRODUCTION

1. In its decision 91/17 of 25 June 1991 the Governing Council emphasized that the economic and social problems posed by emergencies and displaced populations were multisectoral and multifaceted in nature and that durable solutions could be achieved mainly through a development-based approach. It also reiterated its conviction that system-wide coherence was indispensable for emergency preparedness and for responding to the plight of affected peoples, whether they be victims of man-made or natural disasters. Decision 91/17 also authorized the Administrator to establish a humanitarian programme at UNDP, with staffing for a period of one year, pending the results of the General Assembly's deliberations on restructuring the United Nations system's arrangements for humanitarian assistance. Finally, the Council requested the Administrator to report to the thirty-ninth session of the Council on all aspects of the decision.

2. On 19 December 1991, the General Assembly adopted by consensus resolution 46/182, the provisions of which have major implications for UNDP's work in the relief-to-development continuum.

3. In addressing the issues of prevention and preparedness, paragraph 10 of the annex to resolution 46/182, states that "economic growth and sustainable development are essential for prevention and preparedness against natural disasters and other emergencies". In paragraph 13 of the annex, the Assembly called for "increased awareness of the need for establishing disaster mitigation strategies", for the United Nations to intensify efforts in early warning mechanisms and for the Disaster Management Training Programme

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sponsored by UNDP and the Office of the United Nations Disaster Relief Coordinator (UNDRO) to be strengthened and broadened.

4. With regard to relief, the General Assembly emphasized that "emergency assistance needs to be provided in ways which will be supportive of recovery and long-term development" and that, for this reason, development assistance organizations of the United Nations system should be involved at an early stage.

5. In discussing coordination, cooperation and leadership, the General Assembly has authorized the appointment of a high-level emergency relief coordinator. This not only recognizes the urgent need for United Nations efforts in conflict resolution and humanitarian assistance to be better coordinated but also better places the United Nations system to play the "central and unique role" called for by the General Assembly in providing leadership to, and coordinating the efforts of, the international community. The Assembly also reiterated that the resident coordinator should normally coordinate the humanitarian assistance of the United Nations system at the country level and added that "He/she should facilitate the United Nations system's preparedness and assist in a speedy transition from relief to development."

6. General Assembly resolution 46/182 and Governing Council decision 91/17 clearly reflect the challenges and opportunities which face UNDP, whose resident representatives already are involved automatically in the relief-to-development continuum in numerous ways. As resident coordinators for operational activities, they have responsibility for early warning activities concerning population displacement. As resident coordinators and representatives of UNDRO and the World Food Programme (WFP), they have responsibility for coordinating the United Nations system's country-level response at the relief phase. Additionally, on numerous occasions, the host Government has requested them to assist it at country level in coordinating donor responses to emergency appeals. As resident representatives of UNDP, they administer projects with direct and indirect roles in disaster mitigation as well as projects for rehabilitation and reconstruction. In exercising these several roles, resident representatives naturally rely heavily on the programme and administrative support services of the UNDP field office.

7. It is clear from the foregoing that resident representatives have pivotal multisectoral responsibilities throughout the relief-to-development continuum. The challenge facing UNDP is to better equip its field office system to promote development-based prevention and preparedness strategies, to support resident coordinators in their relief-phase functions and to speed the transition from relief through recovery to resumed sustainable development. In reinforcing UNDP's capacity to perform this variety of functions, priority attention is being given to the implementation of the Disaster Management Training Programme (DMTP) and the adoption of special administrative and financial procedures for the relief phase of emergency situations.

I. GENERAL ACTIVITIES

A. Follow-up with UNHCR

8. An emerging priority for cooperation between UNDP and the office of the United Nations High Commissioner for Refugees (UNHCR) is that of "returnee aid and development". In such situations, UNDP's role regarding returnees is usually closely linked to its assistance efforts for the resettlement of internally displaced persons, as well as with the larger national and United Nations efforts at reconstruction and conflict resolution. In January 1992, a detailed and joint planning exercise between UNHCR and UNDP was held regarding the practical aspects of the relationship between the two organizations, with particular reference to the reintegration of returning refugees. Discussions were also held at this time with the United Nations Children's Fund (UNICEF) and WFP.

9. UNDP has continued to work closely with UNHCR regarding the needs of longer-term refugees and of the local populations in areas affected by their presence. As described in the November 1990 letter signed by UNDP's Administrator and the High Commissioner for Refugees, this has included, inter alia, the conducting of joint assessment missions and joint programming of development-related activities. Most of this work has been in Africa, including continuing follow-up to the ICARA II conference. However, with regard to Cambodia, UNDP and UNHCR signed in January 1992 a Memorandum of Understanding to provide the framework for cooperation between the two organizations in the repatriation and resettlement of displaced persons from the Thai border camps as well as of the internally displaced.

B. Disaster Management Training Programme and Disaster Management Manual

10. In 1991, the UNDP/UNDRO Disaster Management Training Programme, which covers both man-made and natural disasters, began field-level training. Three regional courses and three country courses were held by the end of the year. Participants at the regional courses (held in Barbados, Colombia and Syria) were drawn from the United Nations system and from regional institutions having an actual or potential role in disaster and emergency mitigation. Government officials have formed the bulk of participants at country workshops, where they have been joined by participants drawn from in-country United Nations staff, the non-governmental organization (NGO) community and in-country representatives of donor Governments. The small number of country workshops thus far conducted have confirmed the viability of using such events as planning forums for enhanced country-level mitigation activities. Two of the three country workshops led to the establishment - for the first time - of standing United Nations Disaster Management Teams responsible both for disaster preparedness within the United Nations agencies at the country level as well as for disaster mitigation activities.

11. The multi-organizational element of the DMTP has been further reinforced by the use of trainers from UNDP, UNDRO, UNHCR, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), the Organization of American States, the International Committee of the Red Cross (ICRC), the Federation of Red Cross and Red Crescent Societies, the Pan American Health Organization, the Asian Disaster Preparedness Centre, the Inter-American Development Bank and the Caribbean Development Bank. In addition, additional World Health Organization (WHO) staff and WFP staff will be providing trainers for courses in 1992 onwards. Financial contributions to the DMTP have been received from the Governments of Canada, Germany and the United Kingdom. The United States of America has announced its intention to contribute.

12. During the first six months of 1992, two further regional courses (covering Anglophone Africa and Asia) and approximately 15 country workshops will be conducted. A regional course for Francophone Africa will be held in the early part of 1993.

13. The UNDP/UNDRO Disaster Management Manual has been widely distributed in draft form to UNDP and UNDRO staff as well as to other organizations in the United Nations system and to NGOs. It will remain in draft format until operational arrangements for the restructuring of the United Nations humanitarian response system are in place. However, the manual is already in use by field offices.

C. Linkages with the United Nations Volunteers programme (UNV)

14. United Nations Volunteers have played an increasingly important role in supporting the efforts of the United Nations system to provide humanitarian assistance to emergency affected peoples. As of the end of 1991, some 150 UNVs were serving in disaster-related operations. (See document DP/1992/37.) UNDP and UNV have discussed the expansion of the UNV contribution to humanitarian assistance. In 1992, the DMTP will provide the UNV Humanitarian Relief Unit with a limited in-house briefing and training capacity for emergency management. In addition, discussions have started between the Humanitarian Programme and UNV representatives as to ways of involving UNV in the planning, formulation and implementation of refugee/returnee-related development programmes and projects in areas affected by the presence of a large number of refugees/returnees. Among these plans are proposals for UNV/UNHCR/UNDP to work together in the follow-up of the Malawi country programme and in the planning and programming of the returnee programme in Mozambique.

D. Relations with non-governmental organizations

15. Two workshops are being prepared by UNDP to take place in early 1992 between representatives of UNDP, specialized United Nations agencies and NGOs. The purpose of these workshops is to seek practical ways of promoting cooperation and coordination for disaster prevention, preparedness, relief and

recovery activities at the field level. These workshops will take place in early 1992. The meetings will be hosted by representatives of the League of Red Cross Societies/Volag Steering Committee in Geneva and by United States and Canadian consortia of NGOs, respectively, Interaction and the Canadian Council for International Cooperation. In the meantime, briefing meetings have been held on a regular basis concerning the situation in the Horn of Africa between the Administrator's Special Adviser on Humanitarian Affairs and NGO consortia in Geneva, London, Nairobi, New York, Ottawa and Washington.

16. At the field level, NGOs are involved in the design and implementation of refugee-related development projects in refugee affected regions. For example in Zambia and Malawi an international NGO (Africare) is implementing cattle disease control and water and aquaculture projects.

E. Institutional memory and policy development

17. A thematic evaluation on emergency management, initiated by the Humanitarian Programme and managed by the Central Evaluation Office of UNDP, is expected to be completed in the first half of 1992. This study will review, in particular, cases relating to population displacement. A consultant is at the same time reviewing available information regarding approaches to emergency management that have been devised by the United Nations system over the past 10 years. The experience with these approaches could serve as the basis for practical guidelines for devising future disaster prevention, preparedness and relief-to-development programmes. A third study concerning development approaches and coordination mechanisms designed to promote the reintegration of returned refugees and displaced persons will be completed by May 1992.

18. The results of these exercises will provide a database for support to field operations in the area of population displacement and development, and will represent an essential first step in implementing operative paragraphs 6 and 7 of Governing Council decision 91/17.

19. Of the two studies recommended to the thirty-eighth session of the Council, the study concerning relief and conflict resolution linkages in times of "complex emergencies" is under way, co-financed by the United Nations, other specialized United Nations agencies and NGOs. A proposal for a second study concerning the use of market mechanisms for emergency prevention and preparedness is being discussed with the appropriate United Nations agencies.

F. The International Decade for Natural Disaster Reduction (IDNDR)

20. UNDP has continued to be an active participant in various forums related to the IDNDR (Scientific and Technical Committee, Steering Committee and the Inter-Agency Working Group). The DMTP has been endorsed as an IDNDR model project and, with its emphasis on disaster mitigation in the development context, represents a valuable channel for bringing the IDNDR message to the

broad variety of participants it trains. For example, one of the DMTP country workshops cited above was convened by the national IDNDR committee. UNDP is currently contributing approximately $30 million from IPF resources to ongoing disaster mitigation projects, with many further projects (in various sectors such as forestry, food security and housing) actively contributing to vulnerability reduction.

II. DISASTER PREVENTION AND PREPAREDNESS, NATURAL DISASTER MITIGATION AND EARLY WARNING SYSTEMS

A. General

21. UNDP has continued to play an active role in the Administrative Committee on Coordination (ACC) Working Group on Early Warning Regarding New Flows of Refugees and Displaced Persons, which began meeting in mid-1991. This has included a review of the ways in which resident coordinators could support United Nations efforts in this regard. The Working Group will make its recommendations to the second meeting of the ACC in 1992.

B. Regional specifics

22. In Bangladesh, UNDP continues to support the work of the Government in disaster preparedness. With regard to floods, the multidonor Flood Action Plan, adopted by a special multidonor conference in December 1989, assigns to UNDP the leadership role in arranging technical assistance for institution-building for flood preparedness measures. The ongoing $1.4 million IPF-assisted project in support of the Flood Plan Coordination Office is likely to be augmented in 1992.

23. Following the Persian Gulf crisis, the Government of Turkey requested UNDP assistance to strengthen its interministerial and multisectoral mechanisms dealing with large-scale population displacements. A project is currently under formulation.

24. The Government of Chile has requested assistance from UNDP and from the Organization of American States for the strengthening of their system of disaster preparedness as well as for the integration of disaster mitigation concepts into regional economic and social planning.

25. The Caribbean Governments have requested UNDP support in the establishment of the Caribbean Disaster Emergency Response Agency, whose mandate is to coordinate the collection, storage and transportation of regional and international personnel and supplies following natural and man-made disasters. The UNDP project will be designed to enhance national capacities through skills upgrading in information management and the use of geographic information systems.

III. RELIEF

A. General

26. UNDP has undertaken a variety of activities to enhance the capacity of resident coordinators to fulfil their mandated coordinating roles and of UNDP field offices to support them in this function. Besides regional and country specific disaster management training courses and a disaster management training manual, UNDP has also sought ways to ensure rapid headquarters response on matters concerning the prompt deployment of specialists and provision of finances for facilitating relief activities. A Working Group on Procedures is preparing proposals for rapid response mechanisms as called for in resolution 46/182.

B. Regional specifics

27. The role of resident coordinators continues to prove essential at the immediate onset of disasters and during the relief process. In both Angola and Mozambique, for example, UNDP field offices have been strengthened which, inter alia, has generated the increased flows of information necessary for situation reports and for ensuring consolidated appeals for assistance. Similarly, both in Ethiopia and the Sudan, resident coordinators have been able to provide a continuous flow of essential information on the evolving emergencies in their respective countries and to facilitate inter-agency cooperation in the relief efforts. UNDP, through its IPF-funded Special UNDP Drought Operation in the Sudan (SUNDOS), continues to work closely with government authorities, NGOs, WFP and UNICEF to provide emergency assistance to drought-affected areas through special public works and community-based area development schemes.

28. In Sierra Leone, the Resident Coordinator has acted as the coordinating focus for relief activities, working in close consultation with NGOs in the organization and dissemination of relief goods. In Liberia, the Resident Coordinator, in extremely difficult circumstances, is serving as the focal point for a relief programme for urban as well as rural populations. Floods in Benin in late August prompted an international response, coordinated in the country by the Resident Coordinator to provide assistance to those people displaced by the disaster. These events have led to a request by the Government for UNDP assistance for a national plan to cope with natural disasters. The terms of reference for an UNDRO mission to begin the planning process have been agreed between the Government, UNDRO and UNDP.

29. In February 1991, a high-intensity earthquake struck the Afghanistan/Pakistan border region. This was followed by floods which severely affected several provinces in Afghanistan as well as neighbouring areas in Iran. The Resident Coordinator in Afghanistan convened an inter-agency task force to coordinate the United Nations in-country response.

30. Resident coordinators have long been involved in assisting the Government of Bangladesh in the country-level coordination of the international community's response to disasters in that country. This role was again performed when, in May 1991, a cyclone of exceptional intensity struck the southern coast of Bangladesh, with the resulting storm surge killing approximately 130,000 people and causing damage to infrastructure, housing and capital stock estimated at approximately $2.4 billion.

31. When China's Huai He River burst its banks in July, 18 provinces were directly affected, with Anhui province being the hardest hit. Over 2,200 lives were lost and 19 million people displaced. The disaster covered over 20 million hectares of land and destroyed 1.2 million hectares of summer crops. The Chinese Government, through the resident coordinator, launched an international appeal. In response, UNDP/UNDRO mobilized funds of $7.3 million. These funds were used for local purchase of emergency relief supplies to flood victims in the 17 most severely affected areas.

32. In the Philippines, massive destruction was caused in June/July 1991 by the eruption of the Pinatubo volcano which affected more than 1 million people. The Resident Coordinator, through the inter-agency task force on disaster management, coordinated the in-country response of United Nations system organizations, and assisted the Government in securing assistance from other bilateral and multilateral sources. In November 1991, Typhoon "Uring" - and its resultant floods - claimed more than 3,000 lives and affected 200,000 people. UNDP emergency relief assistance was provided in both instances.

33. UNDP and UNHCR are cooperating closely with government officials and members of the diplomatic community in organizing temporary programmes of assistance for Haitian refugees in Jamaica, Honduras and Venezuela.

34. In early December, cyclone Val struck Samoa and caused substantial economic damage. In addition to emergency assistance in the relief phase, the United Nations offices in Samoa and bilateral donors are examining the modalities for longer-term reconstruction and rehabilitation.

IV. RECONSTRUCTION AND REHABILITATION, INCLUDING LONG-TERM ASSISTANCE TO REFUGEES, RETURNEES AND INTERNALLY DISPLACED PERSONS

A. General

35. General Assembly resolution 46/182 places great stress upon integrated, system-wide appeals in response to disasters and emergencies. To this end, UNDP staff have assisted with the preparation of three inter-agency consolidated appeals for humanitarian programmes in the Persian Gulf, two appeals for the Horn of Africa, together with similar appeals in Angola, Mozambique and Liberia. All these appeals have sought to demonstrate innovative approaches not only in addressing immediate relief requirements but also in linking relief to recovery in order to pave the way for development.

36. Recently, situations involving the return and reintegration of refugees in countries carrying out major reconciliation and reconstruction efforts after periods of conflict have become a major focus of joint UNDP/UNHCR efforts. This has included ongoing work in Central America, development of new efforts in Cambodia and Rwanda and the possibility of a number of additional efforts in the coming year in such places as Burundi, Ethiopia, Mozambique and Angola. Preliminary discussions are also being held with a view to conducting a needs assessment mission in the Lao People's Democratic Republic.

B. Regional specifics

37. In the aftermath of the Persian Gulf crisis, UNDP established a Gulf Task Force to assist in the move from emergency relief to development. With the approval of the Governing Council, $4 million allocated from fourth cycle Special Programme Resources (SPR) were provided to respond to the social and economic needs created by the crisis. These funds have now been fully disbursed, allocated or earmarked for, inter alia: an International Labour Organisation (ILO)-executed project to assist Egypt, Jordan, Yemen, Sudan and Lebanon as well as Bangladesh, India, Pakistan, the Philippines, Sri Lanka and Viet Nam in the strengthening and adjustment of government labour and migration policies; support for UNV to assist Iraqi refugees and displaced persons in Iran and Turkey; a seminar on the economic impact of the oil fires in Kuwait on that country and on other States in the region; and 18 country-specific projects on the impact of the Persian Gulf crisis. (Further details are provided in DP/1992/4 and DP/1992/5.) The latter include assistance in many cases for the preparation of programmes for socio-economic recovery. UNDP also convened a meeting of the international community in December to review country and regional proposals.

38. In many parts of the African continent, UNDP, in conjunction with its sister agencies, has undertaken measures to promote rehabilitation as well as durable solutions for the plight of refugees, returnees and the displaced. In Malawi, for example, UNHCR participated in the programming exercise for the development of the fifth country programme and produced, as agreed by the Government of Malawi, a document on integrated refugee/Malawi population area development to be incorporated in the country programme. The focus is on small-holder agricultural productivity,micro-enterprise development, social development and management development. The UNHCR/UNDP team developed detailed programmes focused on six sectors embracing health, water, roads, forestry, education and income generating activities. Special attention has been given to women and environmental issues.

39. In Rwanda, as foreseen in the Dar es Salaam Declaration, UNDP is assisting the Governments of countries hosting Rwandese refugees and the Government of Rwanda itself in strengthening their capacity to facilitate the reintegration of Rwandese refugees by establishing a socio-economic and demographic profile of Rwandese refugees living in Burundi, Tanzania, Uganda and Zaire; identifying and preparing projects that will help in the

repatriation and integration of Rwandese refugees into the economy of their country of origin, and/or better integration in Burundi, Tanzania, Uganda and Zaire.

40. Events in the Horn of Africa in mid-1991, particularly in Ethiopia, have provided a variety of opportunities to assist returnees and displaced people as well as to promote rehabilitation activities. The Transitional Government of Ethiopia has requested UNDP to assist in developing a reconstruction plan using IPF resources, and authorities in Eritrea have sought similar assistance. In the Sudan, the Secretary-General's Special Coordinator for Relief Operations has, through policy and related logistical initiatives, supported the field operations, mounted by UNICEF, UNHCR and the ICRC to assist over 260,000 refugees from Ethiopia to return to their home areas. In Somalia, plans are under way to use IPF resources for rehabilitation programmes in those areas where relative stability will allow such moves. At the request of the Secretary-General, UNDP has also seconded two senior staff from the Humanitarian Programme to the Special Emergency Programme for the Horn of Africa (SEPHA) for the period July 1991 to January 1992.

41. Following the May 1991 cyclone in Bangladesh, UNDP was requested by the Government to coordinate an assessment of rehabilitation and reconstruction needs. A Task Force of 10 United Nations agencies, led by UNDP with technical backstopping from UNDRO, produced an assessment which was presented to a special session of the Economic and Social Council. Donors participating in this meeting agreed to support a programme of rehabilitation and reconstruction estimated to cost approximately $500 million. UNDP approved a $1.1 million SPR-funded project which combines support for rehabilitation and reconstruction in the affected areas with support to strengthening the Government's cyclone preparedness and mitigation capacity, primarily through institutional strengthening of the Ministry of Relief.

42. In Afghanistan, UNDP has been funding and executing rehabilitation and reconstruction projects in agriculture, veterinary services, irrigation, water supply and road maintenance and construction for the last three years. The main purpose of this programme is to improve conditions inside Afghanistan to enable refugees and displaced persons to return to their homes. Many of the projects consist of small community-based activities carried out in cooperation with Afghan and international NGOs.

43. Following the emergency relief efforts after the flooding of China's Huai He River in July 1991, the Government requested UNDP assistance for a project to meet the basic rehabilitation needs of the most impoverished and severely affected counties in Anhui province. Not only will this project rehabilitate 25 schools, 10 hospitals and 6 rural industries, but it will also give tangible support to the Government by strengthening its disaster management capacity. This project is part of a multidonor programme which was designed and supported under UNDP auspices.

44. In the wake of the June/July 1991 volcanic eruptions in the Philippines, UNDP, through a $500,000 SPR-funded project, is assisting the Government in

instituting rehabilitation activities in three towns and planning for resettlements in six locations as well as initiating catalytic income-generating projects.

45. In Cambodia, UNDP is proceeding with its assistance activities in anticipation of being the lead United Nations organization for rehabilitation and reconstruction as well as for the reintegration of internally displaced persons. A $6 million IPF-funded programme has been approved for training Cambodian educators, health personnel, technicians and civil servants with a focus on building up the capacity of existing structures and institutions. A further $6 million IPF-funded project is designed to assist with the overall coordination of the reconstruction effort. In addition, in December 1991 UNDP approved $250,000 from SPR and $550,000 from IPF funds for the rehabilitation of irrigation structures damaged in the September 1991 floods.

46. UNDP's continuing involvement in efforts regarding returnees, refugees and displaced persons in Central America has taken three forms. Established as a result of the International Conference on Central American Refugees (CIREFCA), the Joint Support Unit of CIREFCA, staffed by both UNDP and UNHCR, has continued to play a crucial role together with the responsible government officials in the development and elaboration of projects and in identifying funders and implementors for these projects. An important challenge in 1992 will be the planned phasing over of the leadership within the United Nations system from UNHCR to UNDP in this CIREFCA assistance process.

47. The Development Programme for Displaced Persons, Refugees and Returnees (PRODERE), executed by UNDP's Office of Project Services with $115 million in funding from the Italian Government, is now well under way. The programme focuses on post-emergency relief assistance in micro-regions which have high concentrations of uprooted persons, especially internally displaced persons. Important principles of assistance that should be considered for replication in similar situations in other countries are being identified.

V. ESTABLISHMENT OF THE UNDP HUMANITARIAN PROGRAMME

48. Following Governing Council decision 91/17, the Administrator initiated the Humanitarian Programme in UNDP and all posts were filled by September 1991. As of that date, the Humanitarian Programme started to implement the work programme outlined in document DP/1991/20.

49. General Assembly resolution 46/182 has reinforced the premises underlying the Administrator's proposals to the Council's thirty-eighth session. In particular, the emphasis given in the debate to the relief-to-development continuum, to the role of resident coordinators and to the need to strengthen and expand the Disaster Management Training Programme, all confirm the need for the continuation of the UNDP Humanitarian Programme.

50. Accordingly, the Administrator recommends that the Council extend its approval of the Humanitarian Programme to cover the balance of the 1991-1992 biennium, and that it approve continued funding of the four Professional posts under the current arrangements whereby one D-2 and one P-5 post are funded from the Administrative budget, and one L-5 and one L-4 post are funded from SPR.